



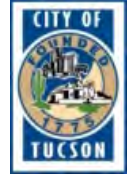
Bond Oversight Commission

Annual Report March 1, 2014





2012 Bond Oversight Commission



March 1, 2014

Roger W. Randolph
City Clerk
City of Tucson

Dear Mr. Randolph,

In accordance with Resolution 21945 adopted by Mayor and Council on August 7, 2012, please consider the attached document the 2012 Bond Oversight Commission's Annual Report to the Mayor and Council and Citizens of the City of Tucson.

The report describes the activities and recommendations of the 2012 Bond Oversight Commission and includes adopted Groundrules and Principles of the BOC. The BOC member attendance record is also included in the report as Attachment E.

Please forward the BOC Annual Report to the appropriate City officials and post the report on the City Clerk's website for Boards and Commissions.

Sincerely,

Steve Pageau, BOC Chair

Attached: 2 BOC Annual Report copies

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Introduction

Proposition 409 was approved by the voters in November 2012 to provide \$100 million in bonded revenue to hire contractors and professional construction management to improve City streets. The \$100 million is to be fully spent over five consecutive years, with 85 percent of the proceeds dedicated to the arterial and collector street system that had been developed and provided to the voters during the campaign to gain support for the program. The remaining 15 percent of the funding is to be used to improve residential streets throughout the City. As noted above, Proposition 409 included the requirement that a Bond Oversight Commission (BOC) be created and tasked to ensure that the proceeds were used only as promised and approved by the voters.

The following is a list of the Commission Members with their respective roles and appointers.

2012 Bond Oversight Commission Members:		
Member	Role	Appointed By
Mr. Bruce Burke	Member	City Manager
Mr. Dale Calvert	Co-Chair	City Manager
Mr. Daniel Castro	Member	Ward 1
Mr. Melvin Cohen	Member	Mayor
Mr. Ramon Gaanderse	Member	City Manager
Mr. Ricky Hernandez	Member	City Manager
Mr. Ian Johnson	Member	Ward 3
Mr. Jesse Lugo	Member	Ward 5
Mr. Steve Pageau	Chairperson	Ward 6
Mr. Steve Alan Taylor	Member	Ward 2
Mr. Matthew Kopec*	Member	Ward 4

* **Matthew Kopec** recently resigned from the Bond Oversight Commission and a replacement will be named by the Ward 4 Council Member

The BOC was established by the City Manager and the Tucson Mayor and City Council with the purpose of overseeing the following for the Proposition 409 Bond Program:

- The expenditure of funding on major streets
- The distribution of funds to residential streets

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BOC Pavement Management Overview

Since its formation in mid-2013, the BOC has met **nine** times. During the initial meetings, members were introduced to City policies and guidelines regarding Boards and Commissions. The BOC also received a brief overview of various topics to assist them in making informed decisions. These topics included information on:

- General Obligations Bonds
- Proposed budgetary reporting of bond fund expenditures
- City procurement processes
- Pavement Condition Index (PCI)
- Pavement Management Program
- Pavement treatment options

In addition, the BOC members established their meeting ground rules and principles from which they would proceed in reviewing and analyzing information to reach their goal of oversight and the selection of residential street improvements. *Attachments A and B*

Extensive education was provided by TDOT Staff for BOC members at several meetings regarding the principles of Pavement Preservation, treatment options and the costs and benefits of each. There were significant and detailed discussions regarding Pavement Preservation treatments, the benefits of each, and how to best allocate resources to deliver the maximum improvement across the broadest segment of the City.



Treatment options add a varying number of years of ‘service-life’ to each street and improve the ride-quality of the pavement for motorists, while slowing the deterioration of the pavement. Treatment options included in the program include chip seal, fog seal, micro-surface, seal coats, mill and overlay and reconstruction.

Treatment Type	Service Life	Description
Chip Seal	7 Years	A surface treatment in which the pavement is sprayed with asphalt (generally emulsified) and then immediately covered with aggregate and rolled. Chip seals are used primarily to seal the surface of a pavement with non load-associated cracks and to improve surface friction on low volume streets.
Fog Seal	3 Years	A light application of slow setting asphalt emulsion diluted with water and without the addition of any aggregate applied to the surface of a bituminous pavement. Fog seals are used to renew aged asphalt surfaces, seal small cracks and surface voids, or adjust the quality of binder in newly applied chip seals.
Micro Surface	7 Years	This treatment provides a “skim coat” of a restorative product to the existing pavement surface, filling minor cracks and correcting pavement defects such as rutting and raveling when applied.
Mill and Overlay	15 Years	This process removes a defined thickness of the surface of the existing asphalt pavement, and after observed defects are corrected, the same thickness is replaced with new asphalt thereby returning the pavement to a nearly new condition. This is the second most costly pavement treatment option.
Seal Coat	3 Years	This treatment is mainly a preventive maintenance procedure applied to the asphalt pavement surface to prevent or delay costly corrective measures. Asphalt seal coats are surface treatments designed to seal and protect the asphalt pavement from harmful environmental conditions such as sunlight, rain, and snow. Surface treatments are also applied to enhance the wearing properties and improve the traction between the pavement and vehicle tires.
Reconstruct	20 Years	Complete design and pavement replacement of an existing failed street.

In the two most recent meetings, the BOC narrowed their focus to three significant findings and decisions:

- ◆ The Fiscal Year 2014 (FY 14) pavement program as proposed by TDOT staff complies with the voter-approved plan.
- ◆ All major and collector streets targeted for improvements in FY 14 (Year One) will receive treatments appropriate to the guidelines established for Pavement Preservation and Management best practices.
- ◆ The selection of residential streets needs to be a blend of pavement preservation and overall benefit to a broad cross-section of the community.



BOC Program Considerations

The BOC had numerous discussions regarding their oversight and responsibility regarding major and residential streets. It was agreed upon that the commission would take an active role in understanding all of the elements associated with Proposition 409. The BOC requested that they be informed of what projects were moving forward, treatment processes, and financial elements associated with both major and residential streets. Additionally, the BOC would be responsible for the selection process for the residential street program.

Major Streets

The BOC requested that they review the voter-approved list of projects included in the bond. TDOT staff confirmed that all projects listed are in conformance with the bond language. The first action taken by the commission was to approve the work performed on Tucson Blvd. from Valencia Rd. to the Tucson International Airport entrance. Since that project, the BOC continues to monitor and review the progress of arterial roadway improvements.

TDOT staff indicated that the bid estimates for the entire program were conservative and that additional funding would most likely be available for additional work to be performed. The commission felt that it would be appropriate to allow some projects in the subsequent year (FY15) to be moved forward and potentially achieve an earlier completion of the program as illustrated by the projects listed in the 5 year program. Should this trend be verified through the years, there is a potential to add additional roadways in the arterial or residential program area. See *Attachment C*



Residential Streets

Discussions of the BOC were numerous and spirited regarding the most effective distribution of limited funds earmarked by Proposition 409 for residential street



improvements. BOC members shared their concern for the “multi-use” nature of residential streets. In addition to use by automobiles, or riding bicycles for residents and commuters, streets without sidewalks provide a maintained surface for walking.

TDOT staff provided extensive training and information on how streets are evaluated and categorized from excellent to failed based upon pavement condition index (PCI) and field surveys, and **the staff Bike/Pedestrian Coordinator confirmed the multi-use benefit of street improvements.** This was followed by examples and costs associated with various treatment options appropriate for residential streets. Staff counseled the BOC on ADA requirements and that the bond funds could not be used for this purpose.

Additionally, **requests from the public were logged and submitted to the BOC indicating: resident, street and/or by subdivision of what the public believed was in need of pavement restoration.** A discussion about the potential to completely reconstruct some residential streets resulted in the following conclusions: due to the fact that the underlying utilities were most likely in the same age and condition of the street, the five year program would not allow for budgeting and construction needed for this to be considered; given the funding available, reconstruction would have minimal impact overall since a small number of streets would exhaust the budget.

The BOC's duties were significant and complex as 78 percent of the residential streets throughout the City are ranked as Poor, Very Poor, or Failed. Paramount to the BOC's work was **a desire to find a balance between pure Pavement Preservation Principles that "keep good pavements good", but also at the same time methodically and systematically start a process that would provide improvements to often overlooked very poor and failed pavement segments that exist throughout the City.** In this way they could protect the better streets and bring some neighborhoods into at least a good rating. It also was felt that this approach could take the maintenance staff out of the "fire fighting mode" in some badly potholed residential areas.



At their December meeting the BOC directed TDOT Staff to develop and present a recommended strategy for advancing the residential pavement preservation component of Proposition 409 at their next meeting. **The BOC directed TDOT Staff to follow the earlier staff- recommended strategy to undertake improvements to all of the streets within a quarter section ("geo- grid"), rather than "a street here and there" approach. A grid- based approach is believed to provide better pricing, obtain project control and management, and will strategically permit improvements to be completed throughout the City, grid by grid.** This strategy does require varying pavement treatment processes to pavement

segments within the grid. The goal is that all pavements within that grid will be improved to a similar condition which will provide a similar ride-quality and number of remaining service-life years for the entire grid.

At the January 2014 BOC meeting, in support of their direction, and to provide data for their decision-making process, **TDOT Staff presented information**

regarding the distribution of the lane miles of pavement within every Ward, as well as the distribution of the current pavement conditions by lane mile, within every Ward. See *Attachment D*



Staff also developed and presented seven pavement treatment scenarios for the full five-year duration of the Proposition 409 program. Each scenario presented for the Commission's review and consideration quantified the lane-miles able to be improved using the \$3 million annually for residential streets provided by Proposition 409.

Following BOC direction three geo-grid-based scenarios (1, 2, and 3) were developed and presented which permitted **making improvements to Very Poor and Failed streets**

(“worst-first”), while also adhering to Pavement Preservation fundamentals aimed at “keeping good roads good.”

Two of the seven scenarios (4 and 5) were developed fully consistent with the Principles of Pavement Preservation: Focus resources on keeping good roads good, and providing no planned improvements to Very Poor or Failed roads (provide only basic maintenance and pothole repairs to poor and failed roads), as those categories typically are the most expensive per square yard to improve.

Finally, two additional scenarios were developed which were a “Hybrid” (Scenario 6 – sound pavement preservation, and “worst- first”), and (Scenario 7) an even distribution of improvements per pavement condition (PCI) by numerical grade, which constitutes excellent (80-100), good (70-79), fair (60-69), poor (40-59) and very poor to failed (0-39).

Staff prepared and presented a side-by-side comparison of the resulting change in pavement conditions of the seven scenarios at the conclusion of the Prop 409 program. This exhibit allowed the BOC to see anticipated changes in pavement conditions by category. Based upon the anticipated outcomes, staff recommended that scenario 3 be adopted as that option provided improvements throughout the City over the five years of the program, and was able to change more lane-miles of Very Poor and Failed pavement to a Good condition than any other scenario.

The BOC discussed the merits of each scenario, and the desire to commence improvements as expeditiously as possible. As presented, scenario 3 proposed annual programs for each of the five years of the program. Based upon the annual grid locations illustrated, the BOC directed the work for the first two years as indicated on the geo-grid in red and orange. See *Attachment E*. The election to approve two years allowed the staff to manage the program within the budget should funding exceed the scope of work for the first year. The BOC will monitor the progress and has the potential to make changes for years three through five based upon outcomes, feedback, and the recognition that not all Wards were represented in this initial selection.

The BOC made the specific inclusion of work along bicycle boulevards within residential streets a priority. Within, and adjacent to selected grid work, the Department will provide extensions to the work to the extent reasonable and effective at a cost between \$150 and \$300 thousand dollars per year. It is anticipated that the 3rd Street Boulevard will be the major beneficiary due to the existing condition and ridership.

BOC: Financial Review and Status

The table below provides a brief synopsis of the program as of January 31, 2014. Comments and observations are as follows:

- ◆ All amounts, except Spent to Date, include 10 percent for estimated design, inspection and testing costs
- ◆ Local companies are the recipients of Amount Spent to Date and Encumbered
- ◆ The majority of projects are out to bid
- ◆ Although budget spent to date appears lagging, TDOT staff and the BOC are confident the program will be implemented as planned, both from a scheduling and budget perspective with the favorable weather months upcoming

TDOT staff and the BOC are confident the program will be implemented as planned, both from a scheduling and budget perspective.

	Treatment Type					Total
	Fog Seal	Micro-Surface	Mill & Overlay	Reconstruct	Residential	
Amount Spent to Date	\$610,500	\$0	\$568,656	\$0	\$0	\$1,179,156
Amount Encumbered	\$323,800	\$0	\$754,850	\$0	\$0	\$1,078,650
Projects Out to Bid	\$0	\$3,300,000	\$3,874,860	\$1,551,000	\$0	\$8,725,860
Projects in Route to Procurement	\$0	\$0	\$4,672,825	\$2,530,000	\$3,000,000	\$10,202,825
Total FY 2014 Program	\$934,300	\$3,300,000	\$9,871,191	\$4,081,000	\$3,000,000	\$21,186,491
Percent of Total	4.41%	15.58%	46.59%	19.26%	14.16%	100.00%

BOC Chair Summary

The Commissioners have embraced the importance of this program and have spent a considerable amount of time with the very supportive City staff from multiple Departments, especially the Transportation Department. I sincerely thank them all for the hours spent. The information provided has been a significant tool and served as a basis for understanding the conditions and magnitude of the problem. **As a Commission, we now have adopted the first two years of the program for major and residential streets, addressing a community supported/funded investment that will become more evident over the years. We will continue to monitor the financial activities associated with the implementation of the bond program and continue to ask the tough questions when needed.**

Although the investment is substantial, the magnitude of the needs illustrated by staff is staggering, and we feel that this really needs to be just the beginning. **It is our hope that over these five years of the bond, the City, Pima County, and the State of Arizona can come to terms and identify a continuing funding source that restores the intent of the Highway User Revenue Fund for maintenance.**

The BOC would like to specifically recognize:

Daryl Cole, *TDOT Director*

Edward Wilmes, *TDOT Streets Administrator*

Roy Cuaron, *TDOT Administrator*

Michael Graham, *TDOT Public Information Officer*

Todd Kessler, *Pavement Management*

Lane Mandle, *COT Public Information Specialist*

Attachment A

Bond Oversight Commission Ground Rules – Approved 6-27-2013

- Follow the agenda
- Limit call to audience to 15 minutes. Call to the audience should be limited to 2 minutes per person
- Follow Roberts Rules
- Consensus decision-making
- One person has the floor
- Motions/ Seconds
- Everyone speaks and encourage everyone to speak their mind
- Encourage commissioners to voice opinions and be engaged
- Time management
- Consider sub-committees
- Consider splitting Chair and Vice Chair positions between a Ward appointee and City Manager appointee (keep in mind when Chair and Vice Chair term changes)
- Rotations of Chair and Vice Chair position – One year Chair term – Review annually.
- Address comments to the Chair
- Chair should be able to approve the agenda
- Chair should have ultimate control of the agenda. Staff can put it together
- Chair should not be ultimate decision maker. Would like to see the draft agenda prior to ultimate approval and posting (72 hours before)

Attachment B

Bond Oversight Commission Principles – Approved 10-3-2013

- **Fulfill Bond Oversight Commission Role**
 - ◆ **Responsible for oversight of all Bond expenditures**
 - ◆ **Bond Fund Report to Mayor and Council quarterly should include:**
 - Percent Bond funds expended
 - Percent Other funds expended
 - Internet reporting as determined by the Bond Oversight Commission
 - ◆ **Neighborhood Streets**
 - Chip Seal recommended by Transportation
 - Review local streets through a selection process
 - Question if a higher level process warranted
 - Review Costs
 - Ensure expenses do not exceed the bond funds allocated
 - Review selection of treatments
 - ◆ **Oversee schedules**
 - ◆ **Make sure the scope of the program meets the Bond language**

Attachment B *(Continued)*

- **Utilize Resources**
 - ◆ **Understand Procurement Department contracting practices**
 - ◆ **Work with Budget Department**
 - ◆ **Work with Transportation Department**
 - Work with Budget Department
 - Work with Transportation Department
 - Understand applications as proposed by staff
 - Determine the best way to proceed with the program
 - Review cost estimates
 - Address our concerns
 - Understand projects
 - Use external experts through presentations and education from outside experts and city staff
- **Plan for End of the Bond Year**
 - ◆ **Track projects identified by the 2012 Bond Proposal and/or identified by the Bond Oversight Commission and determine if they are on schedule and if projects need to be accelerated or decelerated.**
- **Represent the community**
 - ◆ **Commissioners should send any community comments they receive to the Transportation department for response**
 - ◆ **Be knowledgeable of the process and progress**
 - ◆ **Advocate as appropriate**

Attachment C: Major Streets

Treatment	Street Name	Project Limits	
		Begin	End
Fog Seal (Rejuvenator)	10th Ave.	19th St.	22nd St.
	22nd St	I-10 Frontage Rd. (West)	I-10 Frontage Rd. (East)
	29th St.	Craycroft Rd.	Wilmot Rd.
	44th St.	12th Ave.	10th Ave.
	6th Ave.	18th St.	18th St.
	Ajo Way	Kino Ajo Connection Ramp	Kino Ajo Connection Ramp
	Broadway Blvd.	Craycroft Rd.	Wilmot Rd.
	Craycroft Rd.	Glenn St.	Grant Rd.
	Drexel Rd.	Mission Rd.	Mahan Dr.
	El Camino Del Cerro	Silverbell Rd.	I-10 Frontage Rd. (West)
	Golf Links Rd.	Barraza-Aviation Pkwy.	Swan Rd.
	Grande Ave./Cushing St. Roundabout	Cushing St.	Grande Ave./Cushing St. Roundabout
	Grant Rd.	Beverly Ave.	Craycroft Rd.
	Houghton Rd.	Rita Rd.	Old Vail Rd.
	Mary Ann Cleveland Way	Houghton Rd.	Houghton Rd.
	Mountain Ave.	Roger Rd.	Fort Lowell Rd.
	Oak Tree Dr.	Drexel Rd.	Headley Rd.
	Old Vail Rd.	Rita Rd.	Houghton Rd.
	Prince Rd.	Mountain Ave.	Mountain Ave.
	Roger Rd.	Mountain Ave.	Mountain Ave.
	Silverbell Rd.	Camino Del Cerro	El Camino Del Cerro
	Stone Ave.	18th St.	18th St.
	Wilmot Rd.	I-10 Exit Ramp (South)	Hermans Rd.
	Wilmot Rd.	29th St.	29th St.
	Wilmot Rd.	Broadway Blvd.	Park Place Dr.

NOTE: Projects highlighted in yellow are proposed to be accelerated.

Attachment C: Major Streets *(Continued)*

Treatment	Street Name	Project Limits	
		Begin	End
Seal Coat	10th Ave.	40th St. (City Limits)	43rd St.
	10th Ave.	43rd St.	44th St.
	12th Ave.	38th St.	42nd St.
	12th Ave.	42nd St.	44th St.
	6th Ave.	23rd St.	25th St.
	36th St.	Kino Pkwy.	Palo Verde Rd.
	Alvernon Way	Broadway Blvd.	Broadway Blvd.
	Bilby Rd.	Nogales Hwy.	Park Ave.
	Bilby Rd.	Del Moral Blvd.	Campbell Ave.
	Broadway Blvd.	Stewart Ave.	Williams Blvd.
	Broadway Blvd.	Euclid Ave.	Park Ave.
	Church Ave.	Congress St.	Jackson St.
	Church Ave.	Pennington St.	Broadway Blvd.
	Country Club Rd.	Broadway Blvd.	Broadway Blvd.
	Euclid Ave.	Broadway Blvd.	12th St.
	Glenn St.	Swan Rd.	Craycroft Rd.
	Glenn St.	Stone Ave.	Alvernon Way
	Glenn St.	Oracle Rd.	Stone Ave.
	Goret Rd.	Gaia Place	Silverbell Rd.
	Goret Rd.	Silverbell Rd.	Silverbell Rd.
	Greasewood Rd.	Speedway Blvd.	Speedway Blvd.
	Irvington Rd.	Park Ave.	Park Ave.
	Park Ave.	Irvington Rd.	Valencia Rd.
	Pima St.	Swan Rd.	Tanque Verde Rd.
	Roger Rd.	Oracle Rd.	1st Ave.
	Saint Marys Rd.	I-10 Frontage Rd. (West)	I-10 Frontage Rd. (East)
	Speedway Blvd.	Wilmot Rd.	Kolb Rd.
	Speedway Blvd.	I-10 Frontage Rd. (West)	I-10 Frontage Rd. (East)
	Tucson Blvd.	Glenn St.	Glenn St.

NOTE: Projects highlighted in yellow are proposed to be accelerated.

Attachment C: Major Streets *(Continued)*

Treatment	Street Name	Project Limits	
		Begin	End
Mill and Overlay	22nd St.	Wilmot Rd.	Kolb Rd.
	22nd St.	Swan Rd.	Craycroft Rd.
	Ajo Way	14th Ave.	Benson Hwy.
	Ajo Way	Kino Ajo Connection	Country Club Rd.
	Campbell Ave.	Prince Rd.	Lind Rd.
	Campbell Ave.	University Blvd.	Broadway Blvd.
	Columbus Blvd.	Speedway Blvd.	Rosemont Blvd.
	Grande Ave.	Congress St.	Starr Pass (non-continuous)
	Houghton Rd.	I-10 Exit Ramp (South)	.85 mi. south of Dawn Rd.
	Kolb Rd.	22nd St.	Golf Links Rd.
	Kolb Rd.	Broadway Blvd.	21st St.
	Kolb Rd.	Speedway Blvd.	Broadway Blvd.
	Kolb Rd.	Tanque Verde Rd.	Speedway Blvd.
	Prince Rd.	Oracle Rd.	Stone Ave.
	Speedway Blvd.	Alvernon Way	Rosemont Blvd.
	Speedway Blvd.	Greasewood	Silverbell Rd.
	Stone Ave.	Roger Rd.	Prince Rd.
	Tucson Blvd.	Valencia Rd.	City Limits

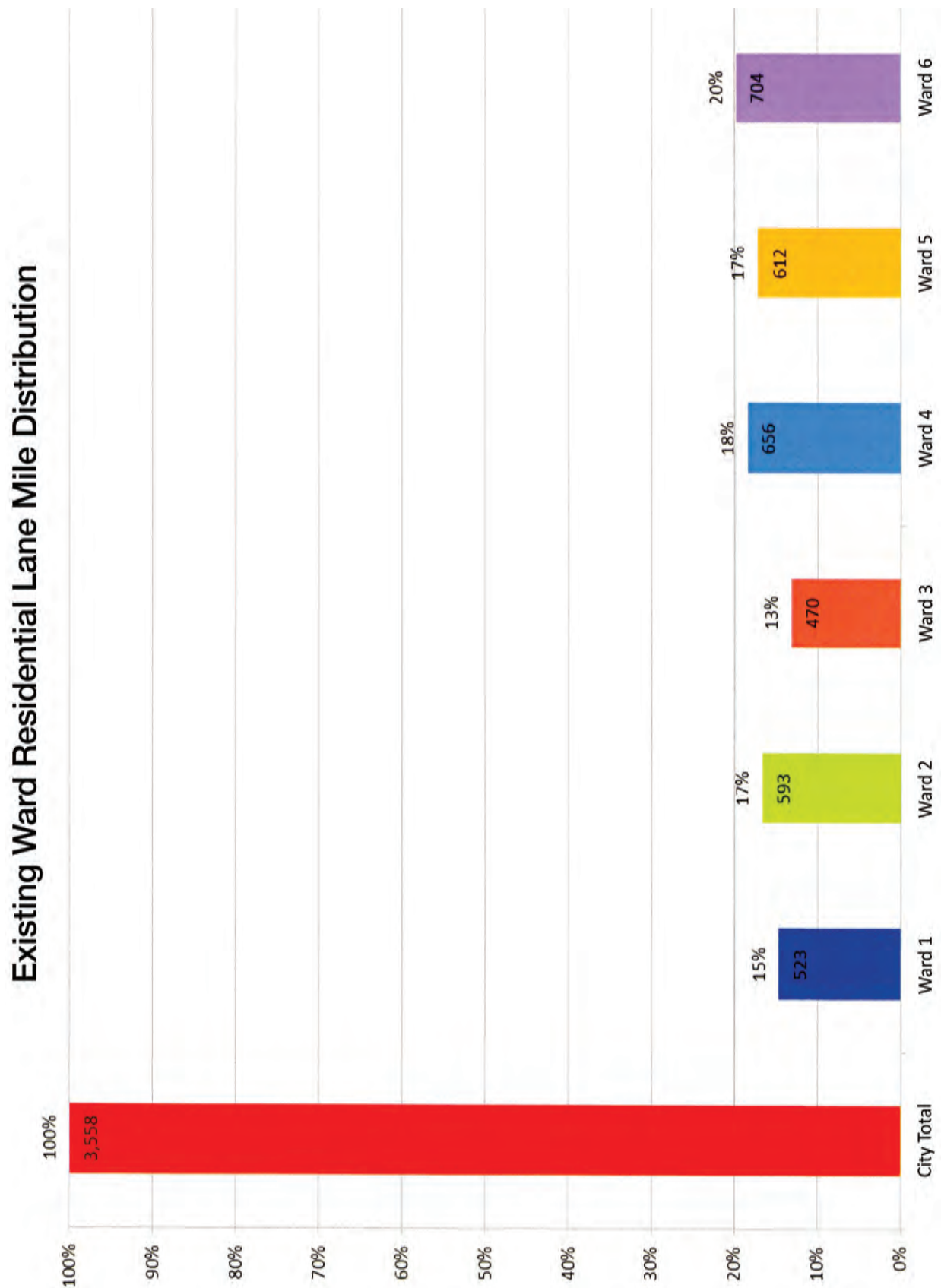
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Attachment C: Major Streets *(Continued)*

Treatment	Street Name	Project Limits	
		Begin	End
Reconstruct			
	6th St.	Stone Ave.	4th Ave.
	6th St.	4th Ave.	Park Ave.
	6th St.	Highland Ave.	Campbell Ave.
	6th St.	Campbell Ave.	Country Club Rd.
	Auto Mall Dr.	Wetmore Rd.	Oracle Rd.
	Wetmore Rd.	Oracle Rd.	Stone Ave.
	Wetmore Rd.	Stone Ave.	1st Ave.
	Wetmore Rd.	Fairview	Fairview

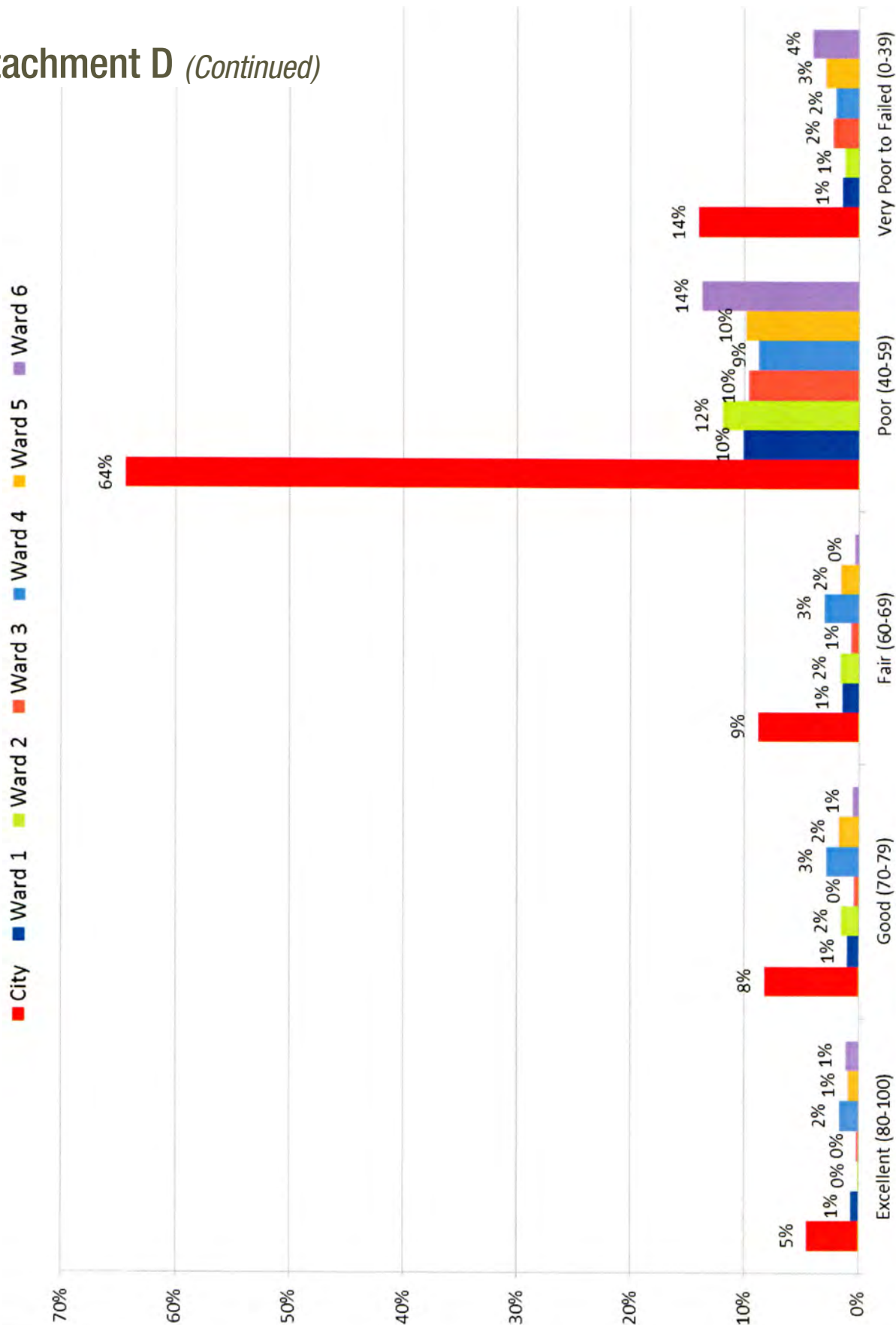
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Attachment D



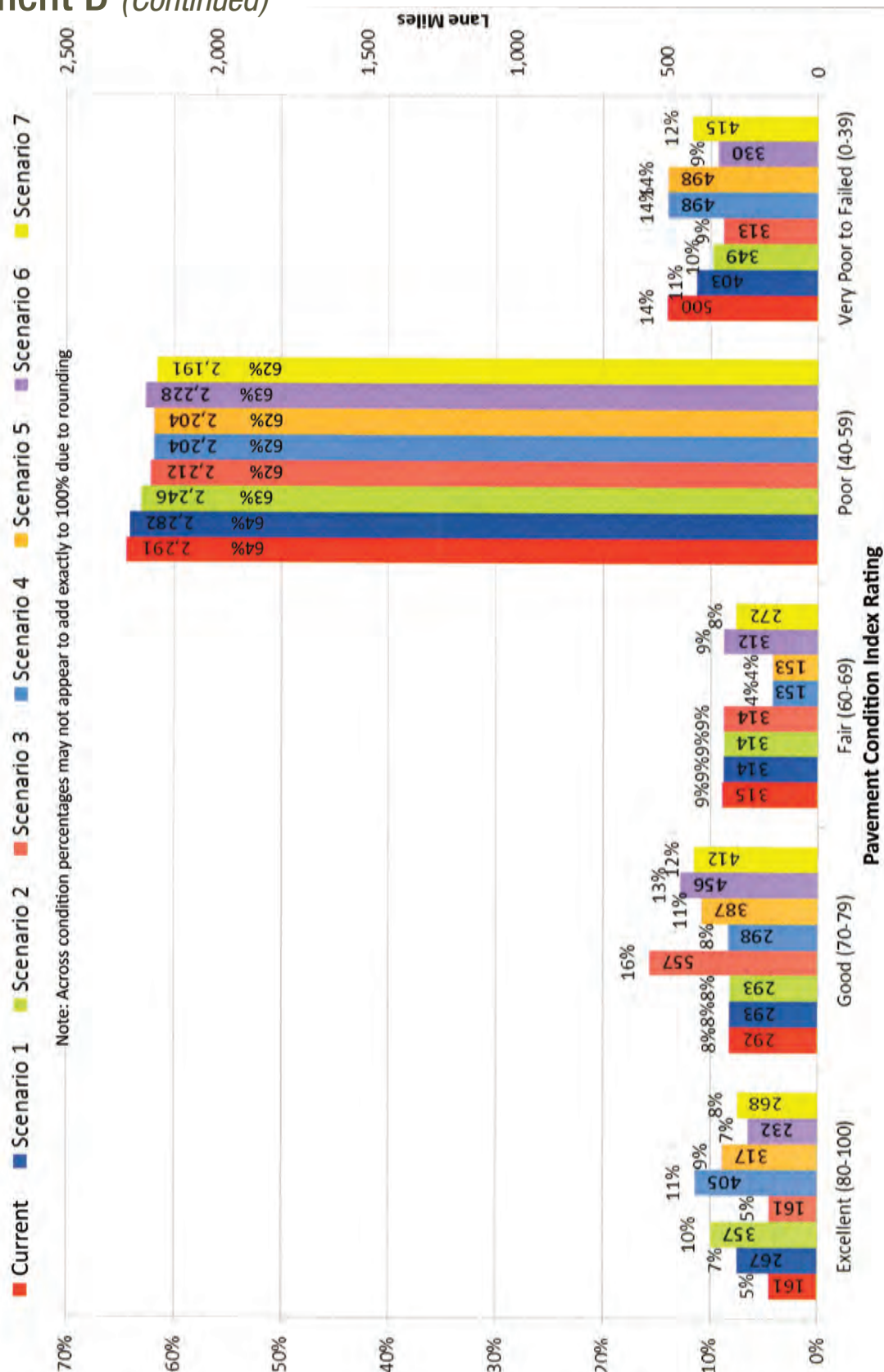
Attachment D (Continued)

Current Residential Street Conditions by Ward



Attachment D (Continued)

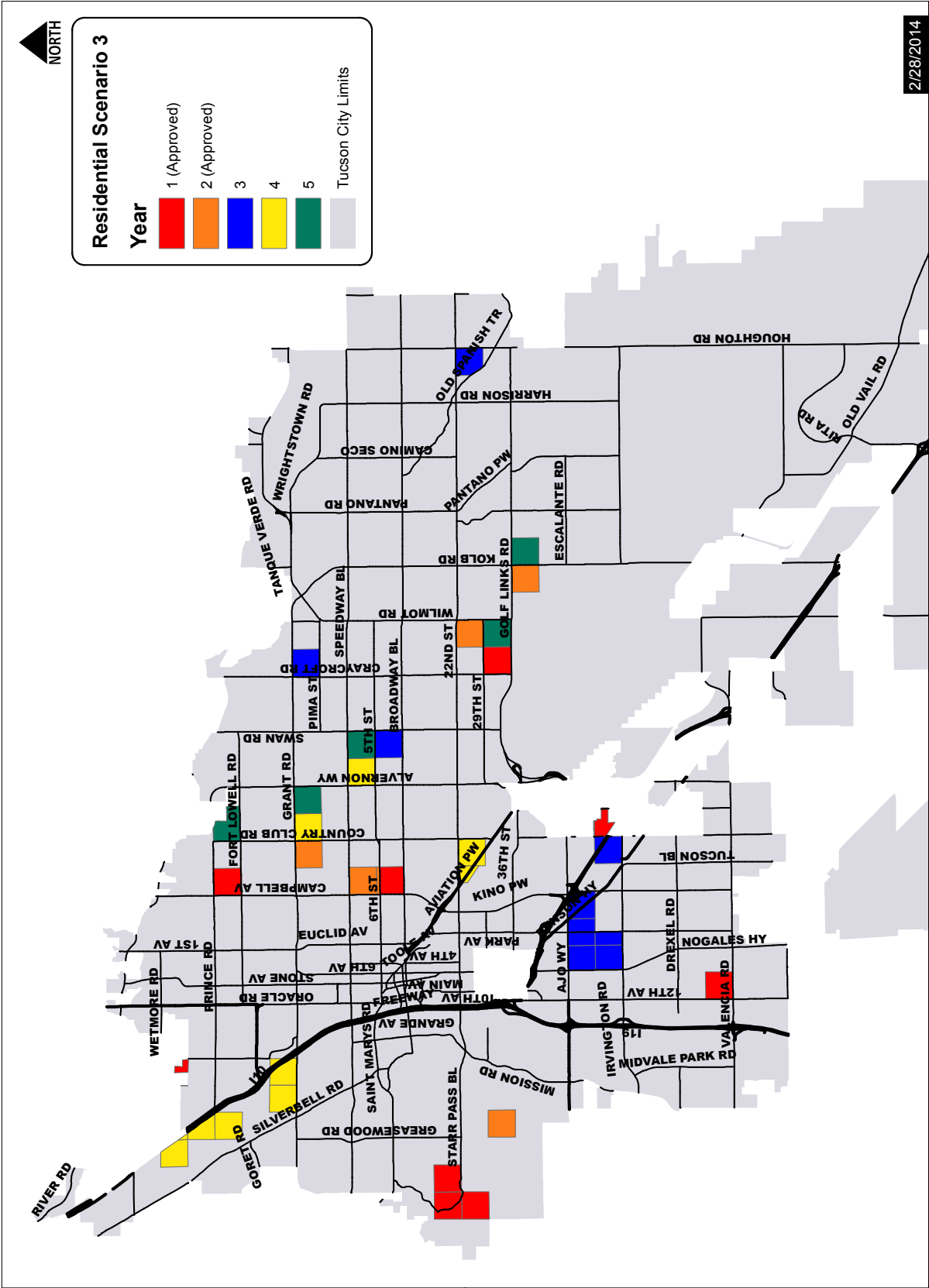
Ward Residential Street Lane Mile Conditions: Scenarios Compared
Improved Condition over 5 Years by Scenario



Note: Scenario 3 improves “good” streets from 8% up to 16% and reduces “very poor to failed” from 14% down to 9%.

Attachment E

Residential Scenario 3



Attachment F

Bond Oversight Commission Attendance Summary

Name	Appointed by:	5/30/13	6/6/13	6/27/13	8/15/13	10/3/13	11/12/13	12/4/13	1/16/14	2/13/14
Bruce Burke	City Manager	x	x			x	x	x	x	x
Dale Calvert, Co-Chair	City Manager	x	x		x	x	x			x
Daniel Castro	Ward 1	x	x	x	x	x	x	x	x	x
Melvin Cohen	Mayor	x	x	x		x	x	x	x	x
Ramon Gaanderse	City Manager	x		x	x	x	x		x	x
Ricky Hernandez	City Manager	x	x		x		x	x		x
Ian Johnson	Ward 3	x	x	x	x	x	x	x	x	x
Matthew Kopec	Ward 4	x	x	x	x	x	x	Resigned	→	
Jesse Lugo	Ward 5	x	x	x	x	x	x	x	x	x
Steve Pageau, Chair	Ward 6	x	x	x	x	x	x	x	x	x
Steve Taylor	Ward 2	x	x	x	x		x	x		x